



Tillicum - Burnside Action Plan

Streetscape Concepts

Endorsed by Council

June 21, 2005

ACKNOWLEDGEMENTS

Tillicum Action Plan Advisory Committee

David Cubberley, Council Liaison
Paul Gerrard, Gorge Tillicum Community Association
Rob Wickson, Gorge Tillicum Community Association
Longia Singh, Resident
Stephen Fletcher, Resident
Norm Pass, Business/Commercial Property Owner
Eric Spurling, Business/Commercial Property Owner
Ernie Yakimovich, Business/Commercial Property Owner
Darlene Hollstein, Resident
Kelly Orr, Resident
Peter Sparanese, Engineering Department
Gary Darrah, Parks Department
Silvia Exposito, Planning Department
Murray Walker, Engineering Department
Paul Butterfield, Engineering Department

Charrette Participants

Group A

Tillicum Major Centre

Frank D'Ambrosio
Chris Ford
Colin Doyle
Anne Topp
Paul Gerrard
Eric Spurling
Sue McCauley
Glen Wilson

Group B

Burnside Neighbourhood Village

Patrick Condon
Gary Darrah
Jodie Siu
Rob Wickson
Doug Yuen
Adam Sharp
Ken Prentice
Sarah Paradis
Herman Rebneris

Group C

Gorge Neighbourhood Village

Terry Kopeck
David Cubberley
Roger Tinney
Harry Lewis
Arden Little
Henry Kamphof
Ernie Yakimovich

Other Groups that contributed:

Urban Development Institute
Victoria Home Builders Association
Capital Regional District
Capital Regional Housing Association
Friends of Harriet Road

BC Transit
Canadian Mortgage and Housing Corporation
Ministry of Transportation
Local businessmen and others
Capital Bike and Walk

Funding support for this project was generously provided by:

The Victoria Foundation (Willard & Elva Dawson Fund)
Moving on Sustainable Transportation (a program of Transport Canada)
The District of Saanich
The Gorge Tillicum Community Association
SmartGrowth BC

ACKNOWLEDGEMENTS

We would like to thank the Tillicum - Burnside Action Plan Advisory Committee, the Gorge Tillicum Community and all the residents, property owners and organizations who attended meetings and contributed to the planning process and the development of the streetscape concepts presented in this document.

More particularly, we would like to acknowledge SmartGrowth BC for facilitating the Design Charrette which provided a vision and direction to the Action Plan. Many of the drawings and illustrations in this document were provided by Franc D'Ambrosio of D'Ambrosio architecture + urbanism and Patrick Condon, UBC James Taylor Chair.



Table of Contents

Page

Section One • Planning Process and Development Principles

1.1	Local Area Policy Framework	1
1.2	Planning Process.....	1
1.3	Urban Design Charrette	4
1.4	Development Principles	5
1.5	Traffic Analysis	6

Section Two • Streetscape Plan

2.1	Streetscape Improvement Key Map.....	8
2.2	Tillicum Centre	9
2.1.1	Design Concepts.....	9
2.1.2	Implementation Strategies.....	11
2.1.3	Streetscape Improvements	13
2.3	Gorge Neighbourhood Village	17
2.2.1	Design Concepts.....	17
2.2.2	Implementation Strategies.....	18
2.2.3	Streetscape Improvements	19
2.4	Burnside Neighbourhood Village	21
2.3.1	Design Concepts.....	21
2.3.2	Implementation Strategies.....	22
2.3.3	Streetscape Improvements	24
2.5	Implementation Strategies	26
	Appendix A	
	Comments • Public Open House	27
	Appendix B	
	Preliminary Cost Estimates.....	33

Figures

Figure 1: Study Area	2
Figure 2: Planning Process	3

Maps

Map 1: Streetscape Concept Part I	14
Map 2: Streetscape Concept Part II	15
Map 3: Streetscape Concept Part III	16
Map 4: Streetscape Concept • Tillicum/Gorge	20
Map 5: Streetscape Concept • Burnside/Harriet	25

SECTION ONE • Planning process and development principles

1.1 Local Area Plan Policy Framework

The Tillicum Local Area Plan was adopted by Council in June, 2000. This plan recognized that more intensive work was needed to address land use and streetscape issues in the Tillicum Road and Burnside Road corridors. Specific policies were adopted to ensure that future work would be undertaken in consultation with the community to develop more detailed guidelines and actions to direct and improve future development in the neighbourhood. The relevant policies directing this work are:

Policy 9.3: *Undertake an Action Plan for Tillicum Road from Trans Canada Highway to Gorge Bridge which considers land use, pedestrian environment, landscaping, streetscape design, cycling facilities, transit services/facilities, and the role of the street as a primary north-south transportation route (see Policies 7.6 and 10.3).*

Policy 9.4: *Undertake an Action Plan for Burnside Road from the City of Victoria to Trans Canada Highway, including Tillicum Mall and Burnside Plaza, which considers land use, pedestrian environment, landscaping, streetscape design, cycling facilities, transit service/facilities, and the role of the street as a primary east-west transportation route (see Policies 7.6 and 10.3).*

Other related policies of the Tillicum Local Area Plan include:

Policy 7.6: *Examine residential densities in the Burnside-Harriet and Gorge-Tillicum areas in support of the 'urban village' concept as part of the Action Plans for Tillicum Road and Burnside Road (see Policies 9.3, 9.4, and 10.3).*

Policy 10.3: *Examine commercial land use and parking as part of the Action Plans for Tillicum Road and Burnside Road (see Policies 7.6, 9.3, and 9.4).*

1.2 Planning Process

Saanich Council approved the (*Tillicum Action Plan: Land Use, Streetscapes, and Urban Villages process guidelines*) in October, 2001. The purpose of the guidelines is to set the course for the action planning process. The process guidelines identified the study area (Figure 1), established a process and time line, created an Advisory Committee, identified stakeholders, created meeting procedures and describes an Action Plan product consisting of two parts; the Streetscape Concepts presented in this document, and Development Permit Guidelines to be developed. This process is illustrated on Figure 2 on page 4 of this document.

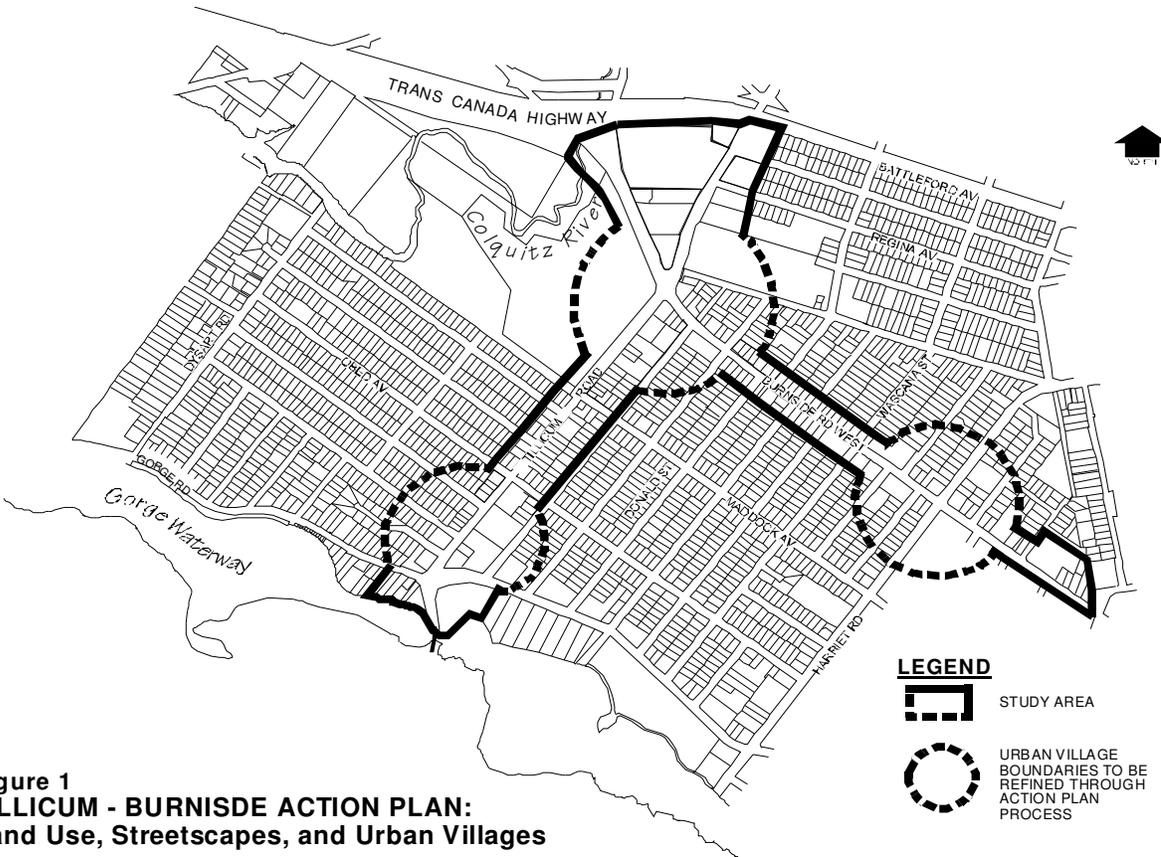
SECTION ONE • Planning process and development principles

The Action Plan process included:

- Creation of an Advisory Committee
- Development of a stakeholder contact list
- Advisory Committee walkabouts and site reconnaissance
- Advisory Committee meetings and Community Open Houses
- SmartGrowth BC Design Charrette (October 2003)

Traffic analysis was a significant element of the work undertaken to identify opportunities for improvements and options of lane widths. This work culminated to an ICBC safety audit.

In addition, this Action Plan had the benefit of a Design Charrette experience with SmartGrowth BC. The Charrette provided a vision and major design guidelines and principles for more detailed streetscape design work.



SECTION ONE • Planning process and development principles

Figure 2:
Action Planning Process



SECTION ONE • Planning process and development principles

1.3 Urban Design Charrette

In October 2003 a dedicated group of citizens, property owners, government officials and staff, and other local experts came together to create a new vision for their neighbourhood. The Gorge/Tillicum/Burnside area has a number of significant advantages—including a range of housing types, excellent regional access, an active retail core, and a variety of community amenities.

Yet there are opportunities to improve the neighbourhood. Tillicum Road and Burnside Road do not meet their full potential as vibrant community corridors. Both roads carry considerable regional traffic volumes. In combination with the lack of facilities for other users, this traffic creates an unsafe and unpleasant environment for pedestrians, cyclists, and transit riders. And given the tremendous assets in the area, valuable land along these corridors is underutilized.

As part of that process, the Gorge Tillicum Community Association engaged SmartGrowth BC to coordinate an urban design charrette. This event explored improvements to the Tillicum and Burnside corridors and the three urban villages at the major intersections.



A design charrette is a collaborative workshop that brings together people who have an interest in the community and those with expertise in related disciplines. In an atmosphere of trust, professional architects and planners help stakeholder groups make design decisions through the process of building consensus to create a community vision and identify opportunities to achieve that vision.

The charrette brought together representatives of a variety of organizations including citizen groups, governments, business owners, property owners, and social and environmental advocates. The charrette provided the participants with the opportunity to work on one of three Urban Village areas to define Development Principles and create more detailed design concepts and implementation strategies. This work provided guidance to the development of streetscape concepts presented in this document.

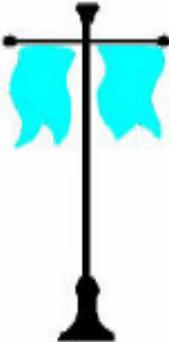


SECTION ONE • Planning process and development principles

1.4 Development Principles

The following principles, goals and directives emerged from the work of the Action Plan Advisory Committee, the design charrette and ongoing planning process for the Tillicum/Burnside area.

- Allow for a mix of land uses (especially housing, retail, employment and institutions), particularly along main corridors
- Increase affordable housing opportunities for singles, families, and seniors
- Improve pedestrian, bicycle and transit circulation and amenities on street rights-of-way
- “Green” the street, parking areas and open spaces to improve the comfort, safety and appearance of the area
- Implement traffic calming measures by reducing vehicle traffic lane widths, to discourage speeding and improve the safety and comfort of sidewalks and street crossings
- Encourage owners and developers to invest in buildings and infrastructure along Gorge Road, Tillicum Road, and Burnside Road
- Reduce the dominant visual and operational impact of vehicles by discouraging large surface parking areas and encouraging shared and underground parking
- Include ecological impact reduction as a criteria for all public and private site and building development
- Develop a marketing strategy to promote the area and encourage developers to buy into community redevelopment
- Support the establishment of Business Improvement Districts at each village centre
- Review and elaborate upon the practical proposals of the Charrette in the Action Plan process, as a catalyst for real projects
- Create a walkway/bike trail corridor connecting from the Galloping Goose to the Gorge Waterway
- Acquire right-of-way along frontage as required through redevelopment to support the streetscape concepts
- Incorporate public art into the streetscape treatment to enhance a sense of place and identity
- Encourage an integrated approach in the selection of street furniture to provide a distinctive character for each village location



SECTION ONE • Planning process and development principles

1.5 Traffic Analysis

Tillicum and Burnside Roads are both classified as Major Roads in the Saanich General Plan. They serve as important links in the regional transportation system. Both are designated as Truck Routes and are identified in the Commuter Bikeway Network Plan. In the longer term, the objective of the Action Plan is to provide continuous lanes for cyclists along Burnside and Tillicum Roads connecting the village centres and neighbourhood amenities. BC Transit provides bus service to the area and provides routing through Tillicum Mall.

As part of the Action Plan process a traffic analysis and an ICBC Road Safety Audit were conducted to identify issues and provide possible solutions. The analysis used Syncho/Sim Traffic Software to assist in exploring several models including lane reduction. Significant accident rates were noted on Burnside Road fronting Tillicum Mall; this area poses a major safety concern.

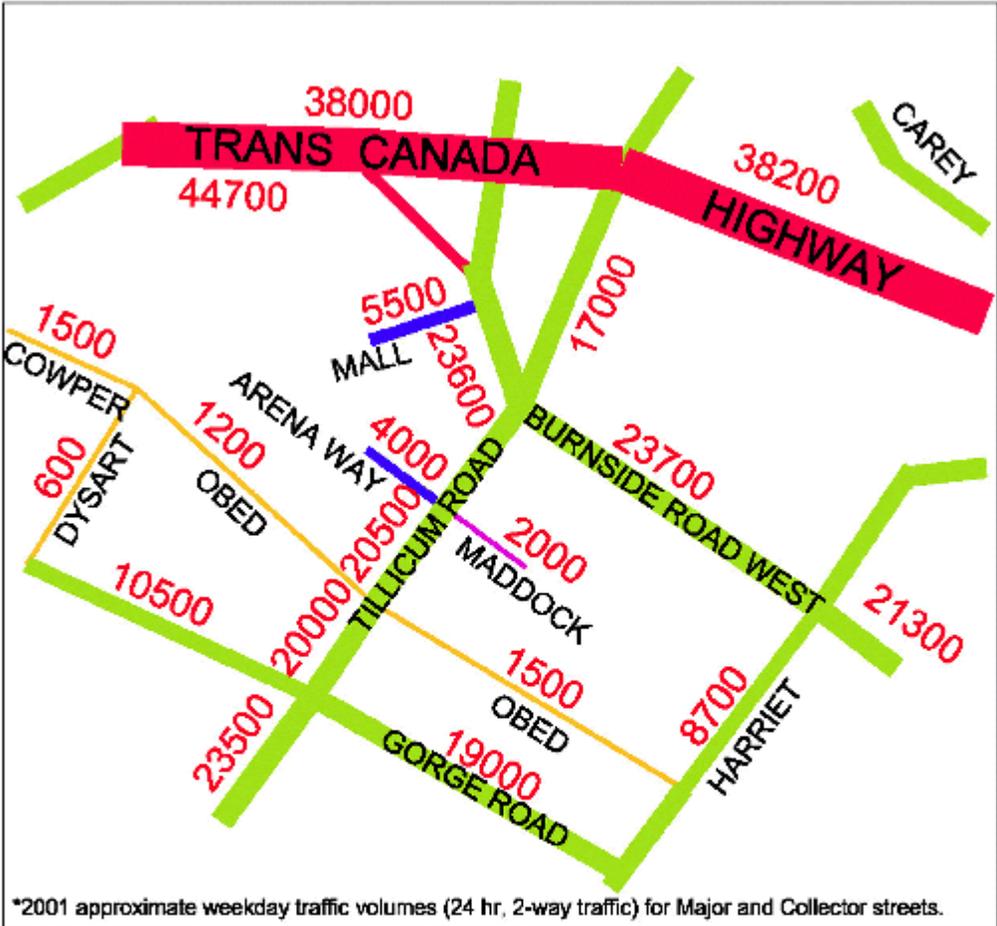
To increase safety for all users, the analysis indicates that lane reduction from 3 to 2 lanes could result in a significant safety improvement and allow for bike lanes on both sides. However, a further reduction from 2 to 1 lane on the remainder of Burnside and Tillicum Roads would result in vehicle stacking that could block access from adjacent residential streets as well as introduce vehicle emission concerns. Due to significant traffic volumes, a lane reduction from 2 to 1 lane would also force vehicle weaving and increase associated safety concerns especially during peak hours. As a result, this option was not supported.

The streetscape concepts developed for the Tillicum Major Centre (Maps 1, 2 & 3) introduce bike lanes in both directions to be consistent with the encouragement of alternative transportation modes while allowing vehicle traffic to travel within adequate performance levels.

The concepts for the Gorge and Burnside Neighbourhood Villages (Maps 4 & 5) have less room for road alterations due to heavy traffic volumes. These major roadways operate at capacity during peak times of the day and require right-of-way expansion to accommodate future bike lanes. To improve the pedestrian environment, the streetscape concepts include the expansion of sidewalks and parking bays on Burnside close to commercial areas to facilitate access and increase safety for all users. Future traffic signal network management is encouraged to promote traffic movement at appropriate speeds.



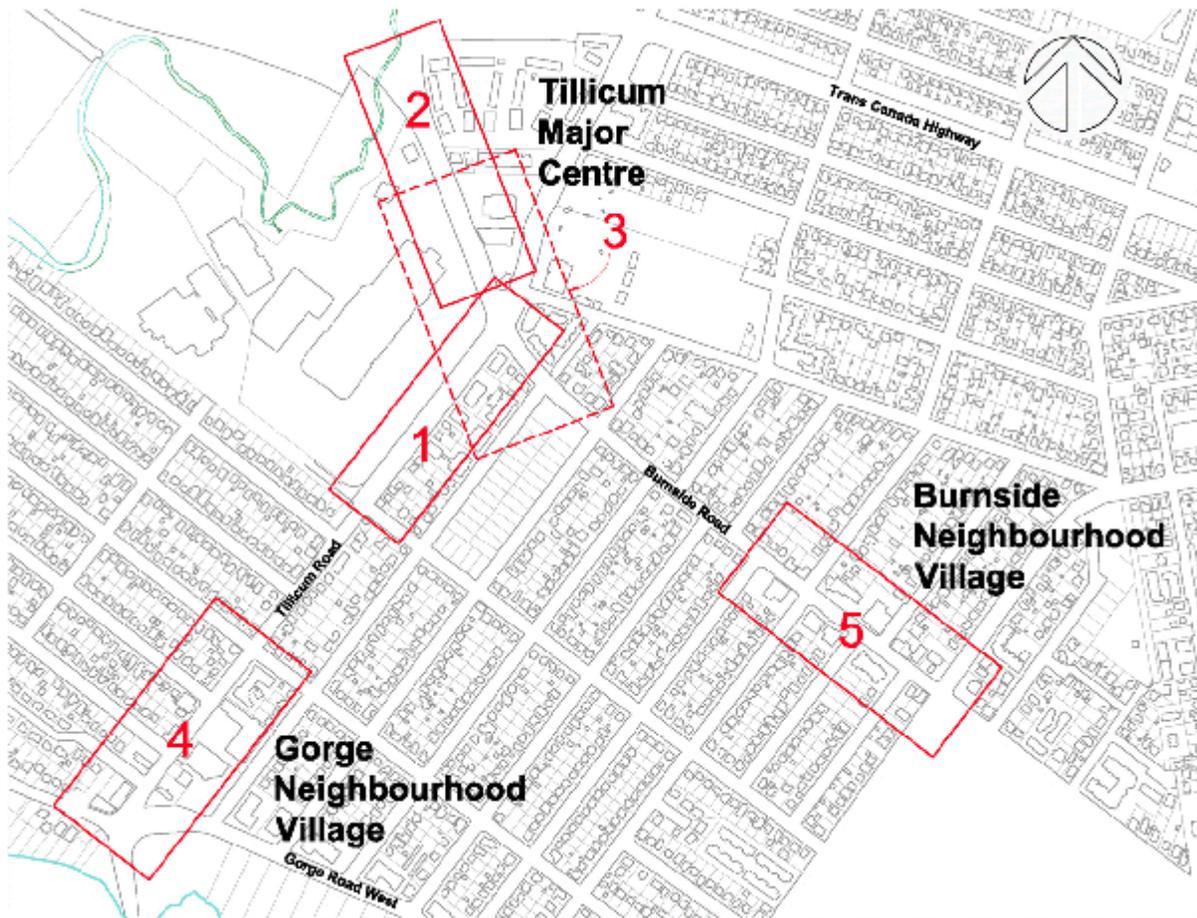
DAILY TRAFFIC VOLUMES



Road Classification Legend

- MoT Highway
- Major Road
- Collector Road
- Private Road
- Residential Street

STREETSCAPE IMPROVEMENT KEY MAP



Planning concepts for each Urban Village are presented separately and includes design concepts, streetscape improvements with the concept plan and an implementation strategy.

2.1 Tillicum Major Centre

The future for development of this area includes strategies that involve increased residential population, a growing number of transportation choices and alternatives, and the development of a vibrant urban mix of activities. Most importantly, the provision of multi-family housing is seen as the single most significant contributor to the future social and economic health of the area. Housing types for singles, young couples, families and the elderly are all to be included, over time, within the shopping center and within walking distance of this urban centre and the two smaller neighbourhood villages at Burnside/Harriet and Tillicum/Gorge.

2.1.1 Design Concepts

- Urban village redevelopment of Tillicum Mall and immediate surrounding lands
- Increase commercial/residential density for all demographic groups
- Increase recognition of public uses such as the recreation centre, library and senior’s centre
- Pull buildings to intersection
- Improve and identify transit options
- Encourage mixed-use development with higher density, tied to adequate design control
- Enhance street character of parking lot with shop fronts
- Adopt Development Permit Guidelines that provide higher quality development
- Street trees, covered pedestrian areas
- Streetscape initiatives kick started in target areas
- Expand commercial floor space

Tillicum / Burnside / Albina / Maddock block

- encourage continuation of residential development that has already begun
- separate sidewalk from roadway
- install crossing where appropriate on Tillicum to give access to the mall
- reassess entrance to Tillicum Mall and how we can make it safe and pedestrian friendly

Tillicum Road, west side

- separate sidewalk from roadway with a landscaped green strip
- remove rock wall and level grade to soften streetscape
- encourage 2 storey commercial/residential
- acquisition of additional right-of-way to create the necessary road width for separate sidewalks and possible future bike lanes



2.1.2 Implementation Strategies

Implementation strategies for the Tillicum Major Centre area include: residential development scaled in proportion to its surroundings, street-oriented retail and service commercial facilities, expanded cultural facilities, seniors' housing, and better pedestrian amenities.

The scale of residential development in the Tillicum Urban Village area will be determined in response to: site size; width and proportion of the street rights-of-way; and proximity to open space networks.

- Along Tillicum and Burnside Road, three storey to eight storey buildings could be appropriate, with the largest buildings being adjacent to the largest roadways and intersections. As the streets diminish from large arterials down to collector streets and local streets, so should the massing of the buildings.
- Buildings across the street from each other should preferably be of comparable scale and use. For

example, single-family, one to two storey housing should not be across the street from anything larger than two storey townhouses. Two-storey townhouses should not be across the street from anything larger than three storey apartment buildings and so on.

In addition to residential, commercial retail, service commercial, public amenity, and high-tech industrial, this urban village must be inter-connected with surrounding networks of streets and open spaces.

- Ideas such as the reduction of excessive lane widths, and where possible, reduction of numbers of lanes, along with the creation of bicycle lanes on arterial and collector streets, is critical.
- The widening of pedestrian areas, addition of landscaped boulevards, street trees, and small pocket parks, must all be part of the greening of the Tillicum/Burnside Village.

- Particular attention must be paid to the actual intersection and crossing areas of Tillicum and Burnside Roads. Buildings at the underdeveloped corners must be outstanding in design, and could be the tallest of the area. Six and perhaps eight storey structures would not be out of place here. This landmark corner could become a vibrant commercial centre, and even enhance the viability of the adjacent retail mall.

Expansion of commercial and cultural facilities, as well as housing for a diverse population are important aspects of the future of this area.

- Future expansion of the Tillicum Mall could include the use of air rights, underground and under-building parking. It is suggested that the parking areas be considered as potential redevelopment sites. The buildings would be developed as street-oriented retail commercial and service commercial with a variety of uses on levels above. As part of this strategy, the actual concourse of the mall and the outside perimeter would be developed as 'storefronts'. This would animate the street while increasing retail and possible residential floor space.
- In addition to commercial retail, the Tillicum and Burnside Road area could be a primary location for service commercial, office, and light industries. Manufacturing and high technology uses could occupy the upper storey of buildings on a number of sites.

- The corner of Tillicum Road and Arena Way could be developed as a multi-use building. It could include retail and café, a multi-family above on up to 5 stories. This would be a good site for some 'assisted-living' apartments. Under-building service, delivery areas and parking would be part of this multi-faceted project.

The construction of the new library adjacent to the Pearkes Recreation Centre is currently underway.

- This civic institution will reinforce and animate principal streets of this urban village. Another specific amenity for this area would be a skateboard and bike park. The development of such a facility would address the current shortage of recreational areas for youth. An appropriate site for such a facility would be on the edge of Cuthbert Holmes Park adjacent to the retail mall, both of which are attractive to youth.



Bike lanes, street trees, wider pedestrian walkways and street related buildings can improve the human scale and urban character of this wide arterial right-of-way.

2.1.3 Streetscape Improvements

Improve safety by reducing the moving width

(reducing conflict between West Burnside and Tillicum access to the Shopping Centre)

Reallocate traffic lanes

(remove right turn lane on Burnside and shift the median to allow for bicycle lanes on both sides)

Bicycle lanes on both sides**Improve bus stops****Eliminate a portion of right turn land to improve safety****Reduce eastbound lanes on West Burnside from 3 to 2**

As part of safety benefit; this reduces vehicle maneuvering at this section of the road. This should reduce the accident rate at West Burnside and Tillicum Mall intersection.

Introduce landscaped median on West Burnside Road

(west of Tillicum Mall)

Tree planting and landscaping on medians**Improve crosswalks by looking for opportunities for pavement treatment**

(ie: stamped asphalt)

Encourage mixed-use high density pedestrian oriented development

Encourage Tillicum Mall at time of redevelopment to consider on-site circulation in order to improve movement and safety for pedestrians, cyclists and vehicles



Map 1 : Streetscape Concept Plan I

Please see link to map on main index page

Map 2 : Streetscape Concept Plan II

Please see [link to map on main index page](#)



Map 3 : Streetscape Concept Plan III

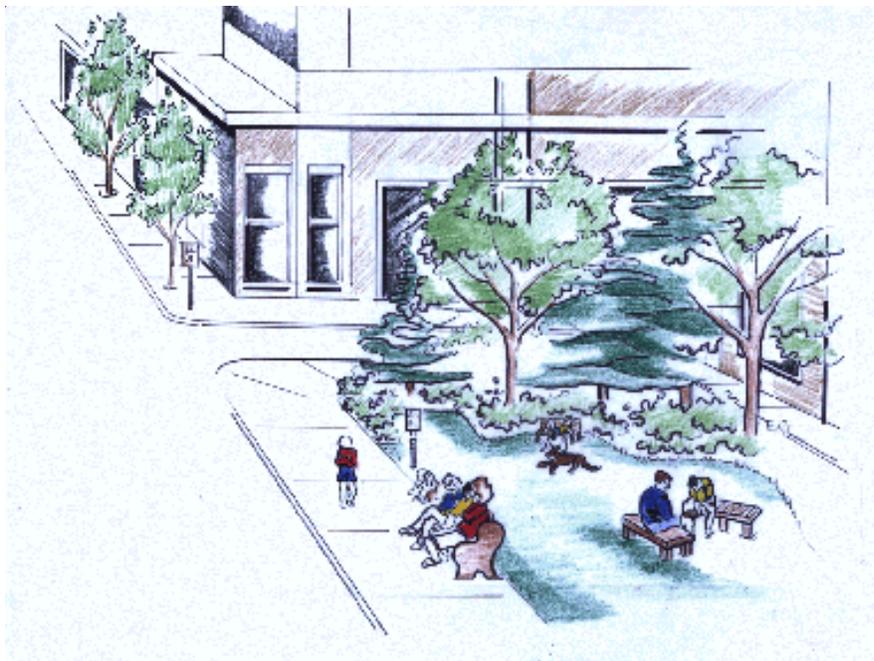
Please see link to map on main index page

2.2 Gorge Neighbourhood Village

The proposed village concept plan is street-oriented, and includes commercial / retail and residential infill, expanded and enhanced retail shopping centre and light industrial and manufacturing uses mixed into commercial sites. Greening with trees and landscaped boulevards will bring the character of Gorge Park up into the neighbourhood.

2.2.1 Design Concepts

- Gateway entry feature proposed to celebrate village identity
- Enhanced pedestrian entry to Gorge Park at south-east corner of intersection
- Increase residential density along Tillicum, height may be up to eight storeys depending on topography
- Use elevation change on east side of Tillicum for under-building parking
- Increase residential on west side of Tillicum having regard for transition to single family residential
- Pedestrian friendly streetscape, meandering where possible



2.2.2 Implementation Strategies

Implementation strategies for the Gorge Village area include: landmarking and public art, higher density residential over retail/commercial and street-oriented residential, better pedestrian amenities, and an expanded and redesigned retail centre.

Improve Tillicum / Gorge Corner

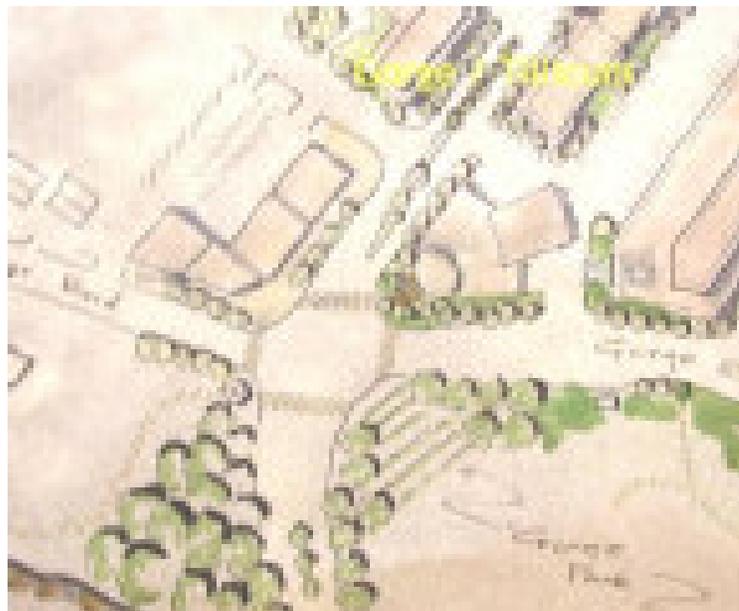
- install gateway feature and banner assembly over Tillicum Road
- install gate and entrance assembly into Gorge Waterway Park at south east corner of the intersection
- enhance rights-of-way to include tree planting and boulevard greening
- integrate the utility box on the Chevron corner with the streetscape improvements

Redevelop Hallmark Cleaners and former Doctor's Office site

- support the rezoning to higher density commercial/office and retail on ground floor, with residential above
- consider street reconfiguration of sidewalk to encourage new development at Hallmark site
- take advantage of potential views of Gorge Waterway, Sooke Hills, Olympic Mountains and Downtown when considering residential redevelopment

Gorge Centre / Fairways

- encourage the redevelopment of Fairways, CIBC and Chevron station and the Gorge Shopping Center into an integrated facility to improve aesthetics and function
- coordinate Fairway loading bay with Center redesign
- support the redevelopment of the corner gas station with improved landscaping
- encourage multi-family residential development on Albina Street



Plan Detail at Gorge / Tillicum

2.2.3 Streetscape Improvements

Widen sidewalks when development occurs and consider textured surface when appropriate (e.g. stamped concrete and/or other materials)

Carry through sidewalk treatment with tree planting bays along west side

Encourage a community mural on east side of Tillicum Road to soften blank wall of grocery store

Focus left turning movements from Tillicum Road to shopping centre to one location

Encourage higher density mixed-use pedestrian oriented development

Consider redirecting Arnot Street traffic when property between Arnot & Vincent redevelops to minimize the number of street accesses to Tillicum Road

Future land acquisition or easement for pedestrian access and road improvements is required on both sides of Tillicum Road for optimal pedestrian and bike lane enhancements



View up Tillicum Road from north-east corner of Gorge / Tillicum Intersection



Map 4 : Streetscape Concept • Tillicum/Gorge

Please see link to map on main index page

2.3 Burnside Neighbourhood Village

For the Burnside Village area, strategies include: the encouragement of mixed use commercial and residential along Burnside Road, residential redevelopment of some side streets (while maintaining existing character), improved pedestrian ambience, and increased open space and greenways.

2.3.1 Design Concepts

- Increase residential density to four storeys; no increase in extent of commercial zoning at this time
- Density decreases north and south away from Burnside
- Use elevation change on North side for underbuilding parking
- Encourage underground parking
- Green infrastructure in streets neighbourhoods



2.3.2 Implementation Strategies

The District of Saanich could undertake the following priority actions:

Encourage developers to invest in the area. Utilize Development Permits and zoning based on characteristics of desired development described in 2.3.1.

Pursue funding to undertake infrastructure improvements. Possible sources may include:

- a. ICBC grants
- b. Capital grants
- c. Federal government funding for municipalities
- d. Federation of Canadian Municipalities Green Funds

Undertake green infrastructure concepts along side streets

Undertake infrastructure improvements along Burnside corridor including narrowing of lane widths and reconfiguration of curbs and gutters to provide a consistent sidewalk with planted boulevard and bike lanes

Explore sitting area possibilities for new or expanded neighborhood parks

Develop a green space between the road and the sidewalk where opportunities exist such as along Burnside Road beside Tillicum School

Encourage residential redevelopment along Burnside corridor between Earl Grey Street and Albina

- four storey buildings with residential only
- setback of approximately 24 feet
- underground parking
- use Development Permit Area Guidelines to
- include properties along Burnside and one or two lots along side street (to provide enough land for a proper transition to the adjacent residential properties)
- acquire rights-of-way along frontages, as required, through redevelopment to support the streetscape and potential future bike lanes
- Add residential units to provide built-in consumer base for local business, and to support transit
- Improve vitality and ambience of commercial area, primarily between Harriet and Wascana, to increase services available to local residents, provide an attractive and walkable neighbourhood, and improve property values throughout community
- Reinforce availability of alternative travel modes (cycling, walking, and transit) by improving pedestrian ambience and reducing traffic speed along Burnside

Reconfigure Burnside Road within existing right-of-way

- Reduce lanes to minimal widths for safety standards.
- Allow parking in curb lane (with the exception of rush hour in appropriate direction)
- Reconfigure curb and gutter and sidewalk on each side, such that the sidewalk is separated from roadway by a planted tree boulevard and consider bike lanes in the longer term

Encourage mixed use redevelopment along Burnside corridor between Harriet and Earl Grey Street

- four storey buildings
- first floor commercial with zero setback
- residential on upper floors
- underground parking
- expand Little Eldon Development Permit Area
- tree boulevard
- include properties along Burnside and one or two lots along side street (to provide enough land for a proper transition to the adjacent residential properties)

Allow some infill and redevelopment on side streets

- two to three lots on either side adjacent to the new Burnside DPA, allow duplexes up to sixplexes
- South of Burnside to Maddock, allow duplexes and secondary suites
- Control design to complement existing historical housing stock and maintain single family residential character

Plan for increased neighbourhood green space (e.g. expansion of Qu'Appelle Park)

- Explore green infrastructure concepts along neighbourhood streets

Designate a “greenway” (as defined by Local Area Plan) primarily along Wascana to link Galloping Goose Trail and Gorge Waterway

2.3.3 Streetscape Improvements

Street lined w/trees in grates

Wider sidewalks

Textured pavement

Raised pedestrian crossing (on low volume residential streets)

Additional landscaping at shopping centre (part in R.O.W road allowance and the remainder to be negotiated with property owners)

Reacquire unused bus bays for landscaping and sidewalk widening

Maintain existing on-street parking

Keep parking on Albion Road

Mixed-use pedestrian oriented development (higher density)

Retail High Street (long term)

Land acquisition or easement may be required in some areas

Bicycles are to be integrated with vehicles on Burnside Road

Parallel routes for bicycle users are available

Further streetscape improvements along Burnside Road are foreseen in the future

Map 5 : Streetscape Concept • Burnside/Harriet
Please see link to map on main index page

SECTION TWO • Streetscape Plan

2.4 Implementation Strategies

The success of the Tillicum - Burnside Action Plan will be measured by implementation – the ability to transform the vision of the community into tangible changes to infrastructure and buildings. The following is a list of recommended strategies:

Explore Incentives

- Provide guidance regarding the desired type of development. Identify incentives that would encourage investment in the area. Undertake improvements to the economic and social vitality of the area.

Improve Transit Facilities

- The District of Saanich should work with BC Transit to improve and expand bus stops, and relocate bus stops to areas adjacent to retail activities. These actions would improve the convenience, comfort, and attractiveness of public transit as a viable transportation option.

Pursue Funding

- To fund the recommended improvements in the Gorge/Tillicum/Burnside area, the District of Saanich should identify and explore funding partnerships with local, provincial, and federal organizations. Possibilities include the Federation of Canadian Municipalities' Green Funds, Federal Government Municipal Funding, Capital Grants, and corporate grants (such as ICBC).

Work with Developers

- The District of Saanich and the Gorge Tillicum Community Association should encourage local land owners to approach the municipality with development ideas and proposals. The relationships and ideas that emerged from the charrette could thereby become a catalyst for collaboration between land owners and community representatives toward mutually beneficial projects.

Take Small Steps

- The District of Saanich and other entities are encouraged to undertake short term pilot projects. In particular, improvements to the public domain (such as greening of streets by the addition of street trees and planted boulevards, demarcation of pedestrian and cycling areas, transit improvements and other streetscape improvements such as street furniture and lighting) could be achieved in increments.

How Do Ideas Get Implemented?

- Through Council adoption of planning documents
- Encourage mixed-use development at village locations
- Adopt Development Permit guidelines
- Streetscape initiatives kick started in target areas
- Initial residential project must be high quality



APPENDIX A

Tillicum - Burnside Action Plan Streetscape Concepts

**Comments • Public Open House
February 3, 2005**



Thoughts on the streetscape concepts...

At the Public Open House held on February 3, 2005 at the Saanich Silver Threads – Les Passmore Centre...

more than 50 people attended.

we asked everyone what they thought of the streetscape concepts...

SAFETY, SAFETY, SAFETY...

- LANE WIDTHS narrowed to 3.0 m will not allow SAFE movement of any deliver trucks – the highway standard is 3.6 m
- Queensborough Bridge has 3.0 m lanes and many fatalities/crashes
- Buses cannot travel safely in 3.0 m
- With no deliveries, businesses will close & convert to a ghost town
- **Please** consider safety **first** before all the cosmetic touches

- I am most anxious that traffic lanes not be removed from Tillicum. It is a major regional corridor for obvious reasons.

- It will be grand to see some initial moves being made on streetscape particularly as the library project begins. I think the easiest place to make significant difference is in front of the mall. There are too many traffic lanes there – give some space to pedestrians, cyclists & trees & tie this work to the library to upgrade the whole area. Encourage RioCan to get on board at the same time as all of this municipal work (& tax dollars) will be helping their business too.

- Very ambitious and progressive-seeming plan
- Also suggest painting cyclist-trigger lines on roads that abut the main roads which have bike lanes
- Like the wide sidewalks and tree green separator from roads
- Like the idea of setbacks on 4th storey of buildings to keep natural light on streets
- Prefer to see smaller buildings built in different styles to maintain character & diversity
- I recently saw the new developments at East Clayton in Surrey and was very disappointed by the lack of diversity in the style of homes and exterior palettes used on them. Too uniform and boring
- New developments that want to retain character of an area ought not to look “planned”
- Please try to retain consistency with bicycle & sidewalk treatments
- Idea for roadside parking on narrower streets à look @ Finlayson between Quadra and Cook. Parking bays and trees
- Slightly higher buildings 5-6 storey around to allow for commercial and office spaces would be great too:
 - Tillicum/Burnside • **Epecially**
 - Tillicum/Harriet
- Don't forget bike lock-up facilities
- Attractive Bus stop – Tillicum exchange? Idea for around Tillicum/Burnside
- Residential oriented businesses to attract Daycare, Gym, bike shop
- **Public art ideas** • Location to display art produced by local schools (rotating every few months)
- **Labelled** demonstration garden beds showing attractive use of draught-tolerant plants and native plants
- Get local schools to make stone mosaics and insert them into sidewalks (i.e. see Renfrew Ravine project in Vancouver)
- Please don't forget pedestrian connections on dead-end streets

- Tillicum Mall Redevelopment is shown as “unfortunate”. I think that should be sticken.

- Very good start. Once the ball gets rolling change will happen quickly
- Streetscaping Tillicum Road and Burnside Road must be a priority
- Working with developers to assist in finding solutions (to) barriers that have impeded investment so far

-
- Tillicum-Burnside Corner up to Albina to east & Arena to South. Establishment of a streetscape program will encourage development to south & both side of Burnside while cementing the charrette concepts in that development.

-
- 1) Overall – you have done a good job
 - 2) I favour priority given to the Gorge/Tillicum corner
 - 3) I think ongoing community involvement and support are essential for whole process, including development principles
 - 4) I am happy about the new gate & entrance assembly at S.E. corner of Gorge & Tillicum (this should read Gorge Park not Gorge Waterway Park)
 - 5) What is meant by “light industrial and manufacturing” in the Gorge Tillicum Village?

“I think the plans look great. Lots of thought was given to neighbourhood geography/grades, traffic, pedestrians & cyclists”

-
- 1) Remove utility poles from curbsides
 - 2) Greenspace between roadway and sidewalk in concept #2 as shown in concept #1 (i.e. Ladysmith, BC)
 - 3) Flashing yellow lights where highway exit meets Burnside West

Sidewalks on secondary roads are important to me. All development plans should be approved and completed as soon as possible. Any upgrades of this caliber would be a great welcome improvement.

Question – how will you get current commercial property owners & merchants to change or spruce up properties? (i.e. Fairways or Gorge Centre)

Crosswalks on Tillicum between Maddock & Burnside West too far apart. Mostly seniors live across Tillicum from Mall. Many seniors take lives in their hands in trying to cross in this area between X-walks. Existing traffic on Tillicum travels far too fast.

I think first priority should be around Tillicum Mall should be a starting point and then it should go from there on either side down Burnside or down Tillicum towards Gorge. It would complement the mall and the arena after all it would make a good impact on people traveling (from and to) those areas.

I think the plans look great. Lots of thought was given to neighbourhood geography/grades, traffic, pedestrians & cyclists.

Highway off ramp to Interurban requires clearance of some vegetation along HW off ramp to improve vision “cars approaching – pedestrians using Colquitz Creek crosswalk cannot see vehicles coming downhill & likewise pedestrians cannot see cars – roaring downhill.

They all look great. This neighbourhood really needs this project to happen soon to spark redevelopment of stagnating properties.

Question—why is Gorge Road from Harriet to Tillicum not included in this project? While not as desolate as the two main stretches being considered, serious safety issues need to be addressed: speed of traffic; too steep curbs at side street intersections; narrow sidewalks (green boulevard perhaps?); lack of bike lanes; more pedestrian crossings...

All the plans look great and should all be implemented! Are there any plans on connecting the Tillicum Mall to the Galloping Goose?

Are there any plans to reduce the speed of traffic on Gorge Rd.? A bike lane on Gorge Rd. would also be beneficial—currently it ends at Harriet Rd. where Gorge crosses from Victoria into Saanich.

I am happy the process has started. Maybe some property along Tillicum from Gorge to Arena Road could be expropriated so that we can put in a centre median (that is my #1 priority for the area). Sidewalks on the side streets are desperately needed.

The streetscape concepts are interesting and look good. But I personally do not like trees in the middle of roads. I like to be able to see across the road.

Some grand ideas but no idea of costs. Wonder how you can make landowners improve or upgrade their properties. Some trees become hiding places or block visibility of roads & traffic. Trees are lovely but need more care in selecting to avoid interfering with vision at intersection.

Tillicum Road needs most upgrading, the concept is good. Sidewalks do need to be in good order but grass between curb and sidewalk do need a lot of maintenance. Putting in a complex for senior use at the corner of Arena Road & Tillicum would possibly make it easier for some of us oldies to get there.

“These concepts are EXCELLENT. It is great to see the municipality taking such forward Actions.

CONGRATULATIONS

Now let's get in done ASAP!”

I chose the Tillicum/Burnside Urban Village Streetscape Concept #2. I foremost like the simplicity of the greening between the lanes of traffic. I don't like the small cluster of greens that was proposed in the other designs. To tourists I think it will be more of a “wholesome” view. To onlookers of either side, the trees are a refreshing sight. Though I would suggest more banners.

Tillicum Road: increased density (setback over commercial?)—wider pedestrian setbacks—landscaped medians & boulevards—separated sidewalks—consistent street furniture (incl. banners)

Burnside Road: skinny the road, wider pedestrian setbacks—landscaped medians of boulevards—separated sidewalks—integrate with Victoria traffic design.

Bike lanes, bus shelters (modern), better traffic system for intersection Trans-Canada Highway off ramp.

The buildings are planned too close to the road. Tunnel effect, downtown look not for Saanich.

More space between road & buildings would allow for buffering of sound by trees. Trees act as stormwater management, more open and inviting to pedestrians.

More open space needed if more density is added to this area.

The ideas are good. Tillicum mall area needs more development, esp. the rec, library, senior living. Would be nice if there were areas of Burnside for more stores or proposed 3 & 4 level apts/condos.

These concepts are EXCELLENT. It is great to see the municipality taking such forward action. CONGRATULATIONS.

Now let's get it done ASAP!

Streetscapes (Blvd plantings etc.)

Companies/New developments that go into an area should also contribute a certain percentage to the cost of streetscaping, e.g. Tillicum Mall landscaping is cheap (no irrigation, trees are dying grass is brown/weeds). If Saanich does streetscaping and improve (beautify) Tillicum, why not pressure the Mall Management to upgrade their landscaping?

All of the plans and their guiding principles are impressive.

Although, how realistic the goal of reducing automobile traffic is questionable.

I think that the Burnside/Harriet section should be the initial priority because it is already used by pedestrians and positive improvements to the streetscape would hopefully further encourage this use. In other words, start with what already works.

What about employing permeable sidewalk surfaces and other green technologies? Is cost too prohibitive?

“Sidewalks that are on Tillicum & Burnside are horrible, and being so close to roads is not a comfort zone for me – splashed by puddles & vehicles that travel along at high speeds is a concern for all.”

Saanich has been in need of upgrading for years. Sidewalks that are on Tillicum & Burnside are horrible, and being so close to roads is not a comfort zone for me—splashed by puddles & vehicles that travel along at high speeds is a concern for all.

Keep your new buildings back off the road, leave room for grass, trees & sidewalks with distance between roads. More business and seniors complexes create more traffic and this area is already a going concern, & may I suggest that a stop sign, or major speed bumps be put on the off-ramp coming off the highway onto Burnside—why this access seems to think it has the right of way to all 3 lanes is beyond me. Traffic coming down Burnside is what should have the right of way—Not a Down Ramp .

Also, thanks for putting in the one way street & bike lane = too bad no one treats it that way, just as we said would happen (Bodega, between Ker Ave. & Arena).

Still waiting for the speed bumps to be put in on Arena Road to slow down traffic too.

Roundabouts that were put in on Maddock and Obed are terrible, as a pedestrian be careful, be very careful as you have cars now driving up on the walks to try & make their turns. Stupid, stupid idea this was.

The block north of the Gorge Shopping Center with its low rundown building needs attention (Tillicum/Gorge Poster). The corner with the El Greco is nice and the church on Vincent is getting made over so only a short space needs attention.

The overall display was excellent.

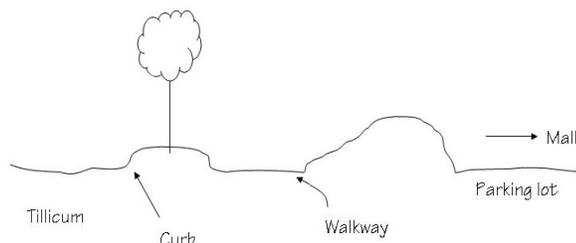
“As traffic comes from the Trans Canada Highway into Tillicum, they get their first impression of the area. I think landscaping with trees, greenery, banners etc. would go a long way to make the first impression a good one.”

It isn't practical to build over 4-storey woodframe buildings except a good 4-storey building over commercial/retail. Try and articulate what bonus that would be available to developers to encourage the first development. The more info that is available to start a project, the sooner a decision to proceed is made. Developers go to areas that are defined with expenses understood.

Please update Orillia, Seaton etc. streets. These streets are the main ones used by the Senior Centre, Baseball, Soccer, Lawnbowling & the condos, They are one lane & thereby constrict the flow of traffic particularly when a number of activities are going on in the park area. (There are) better roads in cow pastures.

I am in general agreement with most suggestions. I would like to make two points:

1. As traffic comes from the Trans Canada Highway into Tillicum, they get their “first impression” of the area. I think landscaping with trees, greenery, banners etc. would go a long way to make the first impression a good one. I refer to the stretch between TCH and Burnside/Tillicum intersection.
2. It would be a “safer” walk, if pedestrians could be shielded from Tillicum Road traffic, in front of the mall, by having a “green space” between the road and the walkway:



I believe the Tillicum/Burnside Urban Village Center concept should be Saanich's first priority. I frequent this area a lot and it could be more appealing with the new design concepts. The additions of greenery (i.e. trees in center roads) is a great idea. This area is in need of improvement, especially with the new addition of Old Navy, Pier 1, etc. These concepts are what Victoria is about à more appealing to tourists.

Trees at Davida & Tillicum need trimming for Traffic safety

The information was interesting however, I thought some more consideration would have included West Burnside through to Helmcken where there are some real traffic tie-ups across from Spectrum School. 4 Lanes are required from Helmcken to Douglas with no side street parking—as this is becoming a major traffic corridor.

I have seen and participated in many such plans. They all look wonderful. The success hinges on two factors—political will and allocation of resources. If council caves in to special interest groups (who usually do not participate in the charrette) nothing good will happen.

On Tillicum, the first major change needs to be running power, phone, cable services underground. Drivers turning on and off Tillicum to the west have to dodge poles which forces turns toward the center of the road. It would seem to be very costly to widen the road to accommodate above-ground services.

Before increasing housing & especially for seniors, an effort must be made to address traffic noise. I live on Tillicum. During the hot summer months it is necessary to open windows. The noise from straight-pipe exhausts on cars & motorcycles is literally deafening—prevents conversation. Automobile boom-boxes are the same.

Several authors have provided irrefutable evidence that zoning is responsible for more urban sprawl than any other factor. You can't get rid of the concept but it can be minimized by the use of development permits. See Parksville's LAP from about 1995.

Today, many vans need 6'8" clearance for underground parking.

For access to Tillicum Mall from the Senior's residences across the street, consider the "Level 2" concept from Calgary—for about 2020.

We asked everyone who attended which streetscape concept should be the first priority?

**Tillicum Major Centre
Part II**

17

Gorge Neighbourhood Village

17

**Tillicum Major Centre
Part I**

11

**Burnside Neighbourhood
Village**

7



APPENDIX B

PRELIMINARY COST ESTIMATES

Tillicum Action Plan & Streetscape Concepts

Preliminary Cost Estimates

(in 2005 dollars)

Area	Location	Major Works	Engineering Costs	Landscaping Costs	Total Costs
Tillicum Major Centre Part I	Map 1	median construction median trees soft landscaping banners	\$200,000.00	\$50,000.00	\$250,000.00
Tillicum Major Centre Part II	Map 2	median construction lane reductions median trees soft landscaping banners	\$370,000.00	\$90,000.00	\$460,000.00
	Map 3	median trees banners	\$20,000.00	\$40,000.00	\$60,000.00
Gorge Neighbourhood Village	Map 4	sidewalk expansion boulevard trees banners gateway landscaping	\$120,000.00	\$80,000.00	\$200,000.00
Burnside Neighbourhood Village	Map 5	sidewalk expansion sidestreet parking bays boulevard trees banners	\$570,000.00	\$60,000.00	\$630,000.00

* Long term concepts with more inherent variability in costs.

Landscaping Maintenance

Area	Location	Maintenance Costs per Year (in 2005 dollars)
Tillicum Major Centre Part I	Map 1	\$14,500.00
Tillicum Major Centre Part II	Map 2	\$24,000.00
	Map 3	\$12,000.00
Gorge Neighbourhood Village	Map 4	\$22,000.00
Burnside Neighbourhood Village	Map 5	\$18,000.00